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ABSTRACT

This report describes the Services to Unruly Youth Program, a pilot project designed to provide services outside the juvenile justice system to unruly youth. Procedures used in the delivery of these services to unruly youth are listed, including service reception, support units, and the community services system. Technical and citizen support are discussed, and staffing and program costs are explained. A chapter about program data reviews the use of program referrals, community services system referrals, and school truancy intervention data. A summary of research presents evaluation data about: (1) the overall effectiveness of the program in dealing with status offenders; (2) the growth rate and trends of the program; (3) the socio-demographic characteristics of the youth served; (4) the types of services provided; (5) the extent of the youths' delinquent activity two years after participation; (6) the effectiveness in reducing unruly behavior and improving parent understanding; and (7) the degree to which the program objectives are being met. (NRB)

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FRANKLIN COUNTY CHILDREN SERVICES

THE SERVICES TO UNRULY YOUTH PROGRAM

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JULY, 1979

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THE SERVICES TO UNRULY YOUTH PROGRAM

CHAPTER ONE

INTRODUCTION

The diversion of status offenders from the Juvenile Justice System has burgeoned during the past decade. The trend towards diversion has stemmed from a growing awareness of the potentially harmful effects of having unruly children associate with delinquents, the possible stigmatizing effects of these youths internalizing the 'label' of delinquent and therefore fulfilling this label, and a more humanizing way of handling youths who have not committed an adult crime.

In Ohio, "unruly youth" have traditionally been handled as delinquent youth, subject to the same processes and sanctions as are youth who have been involved in behavior which would be a crime if committed by an adult. In 1969, the Ohio General Assembly separated "unruly behavior" from "delinquent behavior" in the Ohio Revised Code. However, implementation was slow and five years later many youth in Franklin County were being handled the same as before 1969. This meant arrest by police, placement in a juvenile detention facility, court hearings, being placed on probation, and in some instances being committed to the Ohio Youth Commission.

In February, 1973, Franklin County Children Services (FCCS) embarked on an effort to change this when it began the Services To Unruly Youth Program as a pilot project with the Agency. In the Fall of 1974, FCCS, with the cooperation of the Juvenile Court and partial financial assistance from the Law Enforcement Assistance Administration (LEAA), through the Columbus-Franklin County Criminal Justice Coordinating Council, began a program with the goal of providing service to unruly youth outside the juvenile justice system. In December, 1974, the John Howard Association was commissioned to make a study to assist Franklin County in its efforts to "coordinate planning and service delivery among existing community youth service providers in order to establish a comprehensive community-based network of social services, coordinated and delivered in behalf of unruly youth." The study recommended that Children Services serve as the lead agency in order to develop an integrated system. In January, 1975, the project became fully operational with the infusion of Federal Law Enforcement Assistant Administration funds. In June, 1975 the Franklin County Court of Common Pleas/Division of Domestic Relations and Juvenile Court adopted a policy that unruly children would no longer be housed in the Detention Home after July 1. The intent of this action was to make FCCS's Services To Unruly Youth Program

the agency to which all youths brought in on unruly charges would be referred. In response to this, the Unruly Program added the component of emergency shelter care in July, 1975 to accommodate youths who formerly would have been housed in the Detention Home.

The Services to Unruly Youth program has grown rapidly in the past four years. From a beginning of one service unit with five caseworkers in 1973, the Unruly Program now employs 57 staff and operates a 24-hour a day, 7 day a week Crisis Intake Unit; a School Truancy Intake Unit; a Family Centered Counseling Unit; two Support Units; a School Truancy Intervention Project involving two Columbus Public Junior High Schools; and a Community Services System involving over 70 agencies throughout Franklin County. The program has grown from handling 3386 referrals annually in 1975 to handling 7097 referrals in 1978.

From its inception, the Unruly Program has placed an emphasis on the importance of closely monitoring and evaluating its services. For over four years, a researcher has been attached to the program carrying out major assessments of program effectiveness.

Since 1975 the Program has received partial funding for operational purposes from LEAA. The remaining support, approximately 80%, is from the operational budget of Franklin County Children Services and Title XX funds.

CHAPTER TWO

PROGRAM DESCRIPTION

The Services To Unruly Youth Program is a specialized department of Franklin County Children Services. It provides crisis intervention and on-going counseling and other services to unruly youths and their families. The major purpose of the Program is to divert youths from the juvenile justice system by serving them in a coordinated social services delivery system. Since January, 1975, the Program has served over 19,000 youths who have been brought to its attention. Most frequently, youths have been referred by parents, law enforcement agencies, schools, the Juvenile Court, as well as by other sources.

Franklin County Children Services is the public agency responsible for the care and protection of the County's dependent, neglected, abused, and unruly youth. Governed by an eleven-member Board appointed by the County Commissioners, the agency receives financial support from a voter-approved levy and federal funds. Policies are implemented through an Executive Secretary. The Agency complies with the rules and regulations and standards of the Ohio Department of Public Welfare.

Listed below are the procedures used in the delivery of services to unruly youth. To the extent possible, these procedures are grouped and arranged according to the sequence in which they most often occur.

Service Reception

- (A) The Crisis Intake Center is the centralized and primary service reception entry point for the Unruly Program and offers service reception and related crisis intervention. The Crisis Center is open on a 24-hour, seven day a week basis, with a daily staff complement of three shifts. (The Crisis Center also handles all Agency service reception, including any telephone referrals on open cases after normal working hours.)

In the initial service reception process, the Crisis Service Reception worker, in joint planning with the consumer, obtains a personal history on the consumer—family, social, education, vocation, legal and related matters, to enable a full understanding and assessment of the consumers status and service needs.

Crisis Service Reception staff seeks to engage the consumer(s) in a helping relationship and provide immediate help to the consumer(s), as well as to develop a plan for service directed toward family reconciliation.

- (B) The Family Centered Counseling Unit became operational in June, 1979, replacing one of the three Support Units. This Unit allows for the provision of more intensive service at the "crisis intervention level" for select cases. Utilizing an eight session model, with emphasis on the family as a whole, the objective is to reduce the family conflict leading to the unruly behavior and to close the case within a sixty-day period.
- (C) The School Truancy Intake Unit has replaced "Decentralized Service Reception," and handles primarily referrals by the various school systems within the county under the "Plan of Cooperation For The Handling Of School Truancy."

While the major goal of the Unruly Program is the diversion of status offenders from the juvenile justice system, an important objective is to improve the situation surrounding the handling of school truancy throughout the county. Prior to the beginning of the 1976-77 school year, a "Plan of Cooperation For The Handling Of School Truancy" was developed and signed by the parties involved. This agreement sets forth interface relationships involving Franklin County Children Services, the various school districts in the county, and the Juvenile Court. It includes school truancy classifications and the individual and collective responsibilities of all parties involved. The School Truancy Intake Unit now has the primary responsibility for referrals under the "Plan."

In conjunction with this objective, the Unruly Program received funding under the Juvenile Justice and Delinquency Prevention Act of 1974 for a project entitled, "School Truancy Informal Intervention." This project is designed to improve the situation surrounding the handling of school truancy in Franklin County, Ohio as follows: through the development of community policies and services regarding school truancy; by expanding present services and developing new ones; through the development of community coordinated service delivery system on behalf of youths with school attendance problems; and by bringing about the institution of a school truancy informal intervention system on a county-wide basis. Through these mechanisms it is anticipated that incidences of school truancy will be reduced and that school truants will be kept from entering the juvenile justice system.

Support Units

There are presently two support units that receive cases from Service Reception. Generally, in cases handled by a Support Unit, the emphasis of services is to reduce the incidence of unruly behavior and family conflict by providing intensive services over an extended period of time. These services include counseling, arranging for available community services, helping parents and youth negotiate institutional systems

such as schools, courts, etc., and arranging for placement of youths when necessary. The vast majority of cases presently serviced by the Support Units are those which the Agency has been given temporary custody (TOC) by the Juvenile Court. This court action normally mandates the servicing of the case for a one year period.

Community Services System

The Community Services System is a cooperative effort of over seventy community agencies coordinated through the Services To Unruly Youth Program. It is a system of services to unruly youth in Franklin County by participating agencies. The services are organized, related and tied together in an attempt to maximize the potential for services to unruly youth. The design of the system provides for service delivery, planning and coordination. Since services needed by unruly youth must be provided by numerous agencies with different funding sources, governing bodies, philosophies and objectives, the system design creates a common perspective and direction among them. The System as presently designed is intended to be flexible in nature, able to adapt to desired change on behalf of the unruly population.

CHAPTER THREE

TECHNICAL and CITIZEN SUPPORT

The Inter-Agency Technical Team on Services To Unruly Youth was organized in 1975 and includes representatives of all agencies serving unruly youth in Franklin County. The purpose of the Team is to provide technical assistance to the Program. Membership on the Team includes all agencies providing services to unruly youth (called the "constituent membership") and 21 representatives elected or selected from the constituent agencies (called the "Primary Committee"). The constituent membership meets once a year and receives all written reports of the Primary Committee, which meets at least every month.

The Citizen's Advisory Committee on Services To Unruly Youth is a community group organized in 1975 to perform the following functions:

- . Study, review and make recommendations to the Agency's Board concerning development and operation of a community-based coordinated services program for unruly youth;
- . Promote community understanding, acceptance and interest in the problems and needs of unruly youth and in services for these youths;
- . Assist the Board and the community in developing needed funding for services to unruly youth.

The Committee consists of 15 persons appointed from the community by the Board (at least five of these persons are consumers and/or youth). Committee members meet at least once a month except in July and August, and they prepare an annual report on Committee activities each June.

CHAPTER FOUR

STAFFING and PROGRAM COSTS

Staffing Pattern

The Program has 49 full-time employees and 8 part-time employees as follows:

Direct Service Staff

Full-time	-	30
Part-time	-	4 (weekends)

Supervisory Staff

Full-time	-	6
Part-time	-	1 (weekends)

Case Aides

Full-time	-	6
Part-time	-	3 (weekends)

Clerical

Full-time	-	4
Part-time	-	0

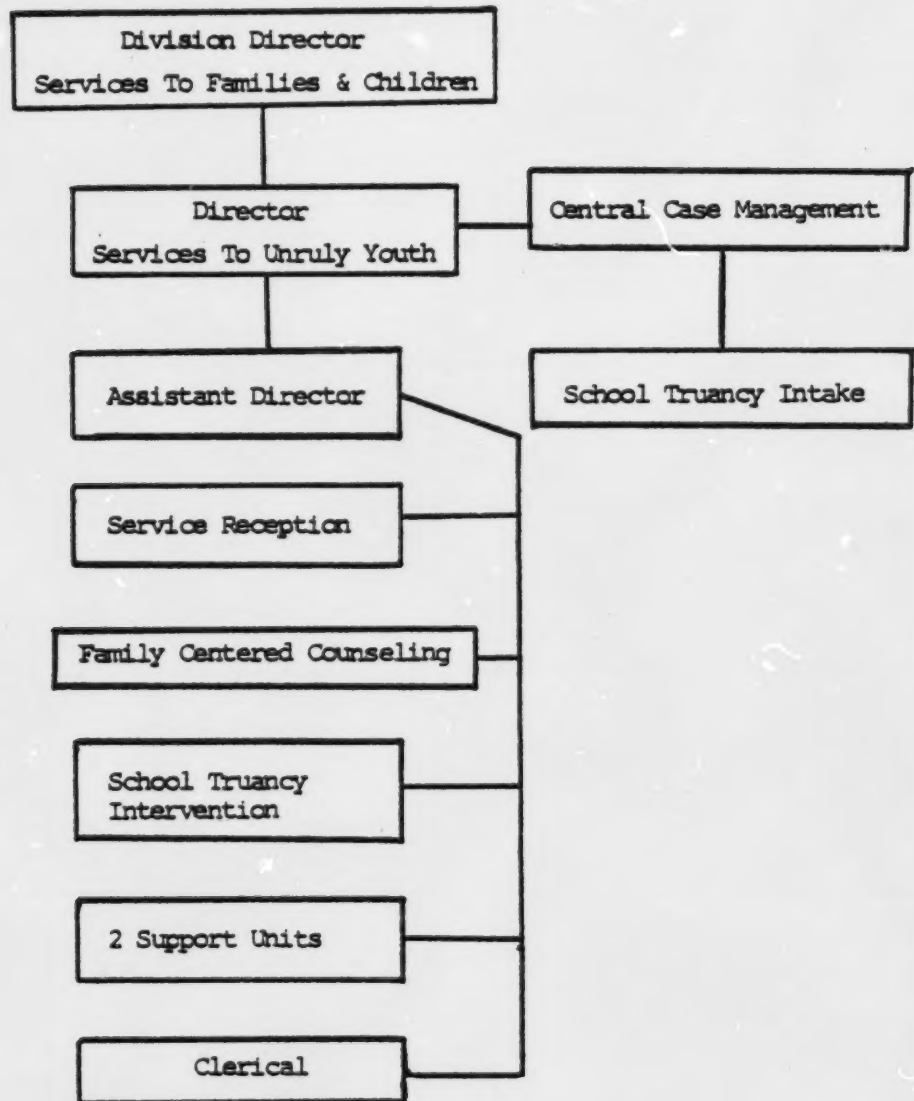
Administrative	-	3 (Full-time)
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Program Costs

Using all new requests for unruly services (N=5368), plus night roster/ancillary requests (N=1729), a total of 7097 requests were handled in 1978. The average cost for each request in 1978 was \$199. This included all costs related to crisis intervention, shelter care, support unit services, purchased counseling, and administrative and miscellaneous expenses.

ORGANIZATIONAL CHART

THE SERVICES TO UNRULY YOUTH PROGRAM



CHAPTER FIVE

PROGRAM DATA

Program Referrals

The Unruly Youth Program received 5368 new requests for unruly services during 1978. In addition, the Program handled 1729 night roster/ancillary requests for service. In total, the Program handled 7097 new requests for service during 1978.

The Crisis Intake Units handled an average of 378 requests for service each month during 1978, the Decentralized Units handled an average of 62 requests, and the School Intervention Unit (located at two Columbus schools), handled an average of 32 requests monthly. The average number of night roster/ancillary requests handled was 144 per month.

Incorrigibility was the most frequent reason for all referrals (26.5%), followed closely by home truancy (26.1%), "other" reasons (24.3%), school truancy (15.9%), curfew violations (3.9%), and endangering health and morals (3.3%).

Each month, the Unruly Youth Program handled averages of: 117 home truancy referrals, 119 incorrigibility referrals, 109 referrals for 'other' reasons, such as multi-problem family, delinquency, drugs or child dependency, 71 school truancy referrals, 18 referrals for curfew violations, and 15 referrals for endangering health and morals.

The most frequent source of referral for all service requests was parent/self referrals (43.1%), followed by law enforcement agencies (22.8%), schools (13.1%), 'other' sources (8.4%), community agencies (6.4%), and court (6.2%).

The monthly averages of source of referral were: 193 self referrals per month, 102 law enforcement referrals monthly, 59 referrals from schools, 37 referrals from 'other' sources, such as neighbors or friends, 29 from community agencies, and 28 referrals from court.

A total of 7071 referrals were handled for disposition during 1978 (this includes 108 referrals which had been pending from December, 1977). Of this total, 3689 (52.2%) did not require additional Unruly Program services because the request for service was either: information only (155 or 2.2%), the referral was already an FCCS open case (1805 or 25.5%), or the referral was a night roster/ancillary request (1729 or 24.5%). Of the total 7071, 3382 referrals (47.8%) did require Unruly services and received the following dispositions: request met at the Intake level (2169 or 30.7%), counseled and referred (497 or 7.0%), and case opened (716 or 10.1%).

Each month, the Program handled averages of: 181 referrals where the request for service was met at the Intake level; 150 already opened FOCS cases; 144 night roster/ ancillary requests; 60 referrals who opened cases; 41 referrals who were counseled and referred; and 13 referrals for information only.

The Crisis Intake Units carried averages of 28 active cases each month and 34 pending each month; the Decentralized Unit (when it was still operational in 1978) had averages of six cases active monthly and 48 cases pending monthly and the School Intervention Unit had averages of two cases active monthly and 29 pending monthly. Central Case Management had an average of 104 cases active each month, while Unruly Support Units I-III had average active caseloads of 105, 109 and 123 respectively.

Community Services System Referrals

The Community Services System (CSS) received 1525 referrals for services during 1978. The average number of referrals received each month was 127.

Nearly half (42%) of all the 1978 referrals in the CSS successfully terminated service. An additional 17.6% were still receiving CSS services at the end of the year, and another 10.9% were in the process of linking up with the provider agency at the end of the year. Just under one-fifth of all referrals (17%) had terminated service unsuccessfully, and another 12% had never linked with the provider agency.

The most frequent reason for a successful termination of service was problem resolved or improved and the most frequent reasons for unsuccessful terminations were: child truant (47%), and little or no improvement made in the problem because the client avoided contact (38.5%).

The types of services delivered in the CSS were: shelter care (36.4%), family/individual counseling (30.8%), educational day care (10.3%), volunteer services (8.9%), employment services (5.5%), environmental support services (5.4%), and psychiatric and other services (2.7%).

Overall, 51% of the CSS referrals were male and 49% were female. Just three quarters of all referrals were white, and one-quarter were minority referrals. Just 50% of all referrals were between 14 and 15 years old, and the average age was exactly 15 years old. Exactly half of all referrals were in the 9th or 10th grades, and the average grade was the ninth.

School Truancy Intervention Data

1. During the 1978-79 school year, 520 youths were referred to the Unruly Program through the Plan of Cooperation for the Handling of School Truants. At the time of their referral to the Program, the youths were absent from school an average of 47% of the time. During the subsequent 15 day monitoring period, all of the youths received counseling to return to school. There was a significant decrease in their absence rate during the monitoring period: youths were absent an average of 40% of the time, a 7% reduction in absences.
2. During the 15 day monitoring period, 69% of the youths improved their school attendance, while 31% did not improve their attendance. Of those youths who improved, they reduced their absence rate by 29%. Of those youths whose attendance did not improve, they increased their absences by 24%.
3. By the end of the school year, 55% of the youths were still attending school at an improved rate over their initial attendance rate, while 45% had not improved their attendance. Of those youths who improved, they reduced their absence rate by 24%, while those youths whose attendance worsened increased their absences by 24%.
4. At the end of the school year, the overall absence rate was 46%, which is a 1% reduction in absences over the initial rate.
5. 84% of the youths were diverted from the Juvenile Court system for school truancy during the 1978-79 school year under the Plan. A total of 57 youths (11%) were filed on for informal school truancy charges, while 25 youths (5%) had formal school truancy charges filed on them. In 1977-78, 79% of the youths were diverted from the Juvenile Court: out of the 507 youths referred under the Plan of Cooperation, 65 youths (13%) had informal school truancy charges filed against them, while 39 youths (8%) had formal school truancy filings.
6. The "School Truancy Informal Intervention Project", for the 1978-79 school year, served a total of 207 youths - 114 at Everett Junior High School and 93 youths at Barrett Junior High School. Of the total number served, 95 were male and 112 were female; 194 were white and 13 were black; 57 youths were in grade 7, 88 were in grade 8, and 62 were in grade 9; 137 youths either returned to school and their attendance improved within 60 days or legitimately withdrew; 35 cases were "counseled and referred" to other agencies for on-going service; 20 cases were open by FCCS for on-going services; 13 cases were already open cases at FCCS at the time of their referral by the schools and are receiving on-going services; one case is pending; and one case received "information only."

STATISTICAL COMPARISON BETWEEN CALENDAR YEARS 1975 THRU 1978

<u>Statistical Summary</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>
New Requests Received	3386	3609	4850	5368
Crisis Intake	3386	3310	4189	4531
Decentralized Intake	-	299	661	740
School Intervention	-	-	-	97
Night Roster/Ancillary Requests	-	607	1051	1729
TOTAL REQUESTS RECEIVED	3386	4216	5901	7097

<u>Source of Referral</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>
Law Enforcement Agencies	1579	1305	1460	1226
Court of Domestic Relations	680	456	361	335
Schools	202	343	510	704
Self (Parent/Child)	561	1117	1882	2314
Community Agencies	261	212	349	344
Other	103	233	328	445
	3386	3666	4850	5368

<u>Reason For Referral</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>
Home Truancy	1236	1240	1503	1400
School Truancy	449	627	651	853
Incorrigibility	1302	1228	1285	1424
Endangering Health & Morals	23	63	124	177
Curfew violations	127	171	207	211
Other reasons	249	337	1080	1303
	3386	3666	4850	5368

<u>Disposition of Referrals</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>
Information Only	561	316	187	155
FCCS open case	422	688	1535	1805
Night roster/ancillary	75	550	1051	1729
Request met at intake/with-drawn	1081	1289	2054	2169
Counseled and referred	462	522	260	497
Case opened	854	846	786	716
	3455	4211	5873	7071

TYPE OF REFERRALS IN THE CCS BY YEAR

	<u>1975*</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>
Shelter care referrals	211	533	599	464
Contract referrals	24	345	165	185
Compact referrals	-	71	220	193
Rosemont Day Care	11	33	95	114
	246	982	1279	1156

*In 1975, all data is based on one half of a year or less: shelter care began in July, contract referrals began in October, no compact referrals had yet begun, and Rosemont Day Care referrals began in July.

CHAPTER SIX

SUMMARY OF RESEARCH

During the Fall of 1976, plans were made to begin a comprehensive evaluation to examine the overall effectiveness of the Unruly Program in handling status offenders. The research project began in January, 1977 and was completed in November, 1978, consisting of six sections and two related theses. The six sections covered: a study of the growth rate and trends of the program; a study of the socio-demographic characteristics of the youths served by the program; the amounts and types of services these youths received; a two year follow-up of the extent of program youths delinquent activity after they came to the Unruly Program; a follow-up of the effectiveness of the program in reducing youths' unruly behavior, improving parents' understanding and tolerance of their child's unruly behavior, keeping youths from being placed out of the home and other related outcome variables; and an assessment of the degree to which the program is accomplishing its objectives. In addition, one related thesis compared the overall effectiveness of the Unruly Program in preventing delinquency compared to handling through the Juvenile Court, prior to the establishment of the Unruly Program. Another Master's thesis compared the effectiveness of various types of services delivered by the agency providing contract services to youths and their families.

All of the findings of the six major sections are based on a random sample of 492 youths who were served by the Unruly Program from January to June, 1976, and followed through January, 1978. The section which compares youths served in the Unruly Program to youths served in the Juvenile Court, includes an additional random sample of 235 youths who went through the court system from January to June, 1975. The sources of data utilized for the study included: FOCS case records, interviews with FOCS caseworkers, records from the Juvenile Court, and a telephone follow-up survey with parents.

PROGRAM OBJECTIVES AND PERFORMANCE INDICATORS

The following are the eight program objectives which were developed for this evaluation and which guided the overall Unruly Two Year Evaluation. Each objective and the conclusion regarding each objective is presented below.

- (1) Seventy-five percent of all youths served by the Unruly Program will remain out of the Juvenile Justice System (Court) at least six months after receiving service: Partially Achieved. While 90% remained out of court for a status offense, and 71% stayed out for a delinquency offense, only 67% remained out of court for both types of offenses.

- (2) Seventy-five percent of opened cases report improvement was made in the unruly problem as a result of receiving services: Partially Achieved. While 75% of the workers cited some improvement was made in the problem by the time of closing, only 55% of parents reported their child's behavior improved as a result of services.
- (3) Seventy-five percent of the families served should be maintained intact upon the completion of services: Achieved. Exactly 78% of the families were composed of the same family members at the time of closing as they were at opening.
- (4) Seventy-five percent of those youths not maintained in intact families should be placed in successful placements, where this is in the best interest of the youth involved: Achieved. Over 75% of those youths not maintained in the original family situation were placed in successful community placements or had been emancipated and were on their own.
- (5) Seventy-five percent of all referrals to the Unruly Program will be satisfied that services were available and accessible: Achieved. Over 75% of clients found services to be available, accessible, easy to reach, and not involving too much paperwork.
- (6) At least sixty percent of all services delivered will secure parental and child participation in problem resolution: Achieved. Three-quarters of all children, and 84% of all parents who were opened participated in services.
- (7) Seventy-five percent of all referrals to the Unruly Program will be satisfied that a professional and trusting relationship between service worker and all members of the family who participated in services was established: Achieved. Three-quarters of all respondents in the client survey reported that they were qualified to handle their problems, and that they would return to the Program if they had another similar problem.
- (8) Ninety-five percent of all shelter care placements will be used as temporary placement for the following three situations: 1) as a cooling-off technique due to family conflicts or where youths refuse to return home or parents refuse to allow them to return home; 2) safekeeping for runaways; and 3) temporary care until placement out of the home can be arranged: Achieved. One hundred percent of all shelter care placements were used for these three reasons.

CHARACTERISTICS OF UNRULY YOUTHS

From preliminary research studies on children served through the Unruly Program as well as other research, the Agency already had an idea of the socio-demographic characteristics of the target youths. The first section of the research project and subsequent studies of growth trends have shown demographic characteristics of program youths to be remarkably consistent over the past four years. A profile of a typical program youth is: fifteen years old and in the ninth grade, just as likely to be male as female, three to one likelihood that he or she is White, and just as likely to come from a single parent family as from a two-parent family. Youths have an average of 2.5 siblings, and the on-going youths are normally one year behind in school.

During 1978, 27% of all youths were referred for incorrigibility problems (i.e., being out their parents' control), 26% were runaways, and 16% were school truants. Another 24% were referred for an assortment of other problems, most often including drug use, delinquency, and multi-problem families. An additional 4% were referred for curfew violations, and another 3% for endangering the health and morals of other minors.

Besides the major reason for referral, half of all youths referred also exhibited a second unruly problem. Over one-third of these additional problems related to school truancy and another 19% each to incorrigibility and home truancy. When the major reason for referral is added to this secondary reason, nearly half of all youths referred to the SUY Program have school truancy or school related problems.

When the specific area of conflict between parents and children was examined, it was seen that the problem situation most often was due to disagreements over drug use (23%), attending school (22%), parents' disapproval of their children's friends (23%), refusing to obey parents' rules (15%), and conflicts over dating habits (12%).

CHARACTERISTICS OF SERVICE DELIVERY AND CLIENTS PRIOR EXPERIENCE WITH FCCS

Based on the study data, just over half (51%) of the unruly referrals were made in-person, and 46% were made by phone. One-third of all referrals wanted counseling when they first contacted the program, 22% wanted information, and 12% wanted their child placed out of the home. Of those families that continued for on-going service, 23% said they wanted the counselors to straighten out their child and make them obey, and another 20% said they wanted help to understand their child and the way he or she was acting.

In addition to these findings, 21% of the on-going cases and 31% of the short-term cases had additional prior experience with the Unruly Program. This prior experience was in the form of an inquiry or request for service at the Unruly Crisis Intake Unit. All of these findings together show that there is a pattern established among clients who become on-going cases which differs from those clients who come down to the Unruly Program and don't continue as on-going cases. Clients who become on-going cases establish a pattern of re-opening their cases during subsequent crisis situations, while clients who do not become on-going cases establish a pattern of utilizing the Unruly Program more frequently but on an 'as needed' basis only. In other words, if clients engage in on-going service, they are more likely to re-open for on-going service again, if they return to the program, thus fostering a dependency on the agency. If clients don't open, they are more likely to return to the program whenever they need some service it can offer, and return more often than on-going clients, but utilize the program only when they feel they need to.

TYPE OF SERVICES DELIVERED TO UNRULY YOUTHS AND THEIR FAMILIES

The short-term cases received significantly different types of services from the on-going cases. The short-term cases are involved with the Unruly Program an average of 11 days, received an average of one hour of service, and most often received the following types of services: information by phone (29%), counseling by phone or in-person (31%), and contact or phone call made by staff on clients behalf (20%). Over three-quarters (79%) of the short-term cases terminated service because their service request was met through their contact with the program.

The on-going cases received several different types of service. One-fifth of these cases were opened and handled by only the Crisis Intake Unit, and most often received over-night shelter care for safekeeping (these are most often runaways). Approximately one-third of the on-going cases were served in one of the Community Services System (CSS) agencies. Of those cases served in the CSS for services (other than shelter care), 53% received family or individual counseling, 15% received educational day care, 13% received volunteer services, 8% received employment services, and 11% received recreational activities, group counseling or other services. Youths and parents served in the CSS counseling agencies received an average of 4.4 months of service, and youths served in educational day care received an average of 5 months of service.

The remaining on-going cases were handled in the Unruly Support Units. FCCS received Temporary Court Commitments (TCC) on half of these cases in the Support Units, due to their being found to be dependent or unruly minors. Two-thirds of these TCC youths were male, and three-quarters were White. They were most often referred for

home truancy (35%) or incorrigibility (33%). These TCC youths received the most services of all on-going youths: an average of 64 hours of counseling and supportive services, and remained in service an average of one year and one month. Youths served in Support Units who were not TCC cases received an average of 11 hours of service, and remained in service an average of four months.

OUTCOME OF YOUTHS: DELINQUENCY

The Court Follow-Up for two years after the youth's contact with the Unruly Program was conducted to determine the extent to which youths got involved with the Juvenile Court for delinquency and status offenses after they began receiving service. Exactly 33% of the on-going cases and 22% of the short-term cases had contact at Juvenile Court for delinquency up to two years after their first contact with the Unruly Program. An additional 4.6% of the on-going cases and 1.5% of the short-term cases had contact for status offenses.

The majority of this Court contact took place within six months of their first contact at the Unruly Program: 66% of the Court contact in the on-going group and 60% of the Court contact of the short-term group was within six months. In addition, 40% of this Court contact for the on-going cases had taken place within 30 days of their referral. Nearly half of all the delinquency contacts the youths had were for offenses similar to those who had prior delinquency contact: breaking and entering, shoplifting, petit theft, petit larceny, disorderly conduct, assault, and violation of probation.

The youths in the on-going group who had contact with the Juvenile Court received the following types of dispositions: 31% received TCC to FCCS, 18% were lectured and released; 14% were placed on probation; 14% of the cases were dismissed; and 12% were committed to the Ohio Youth Commission (OYC). Out of all the youths in the on-going group, then, 5% were ultimately committed to OYC for delinquency and 6% were placed on probation. Significantly more males (68%) than females (32%) had delinquency contact; and significantly more youths from single-parent families (55%) compared to youths from two-parent families (37%) had delinquency contact.

Short-term youths who had contact with the Juvenile Court received slightly harsher dispositions than youths in the on-going group, most likely because they were not involved with FCCS at the time of their contact(s): 20% were committed to OYC; 20% were placed on probation; 26% were lectured and released. Out of the total short-term group, then, 5% were committed to OYC and 5% were placed on probation, which is similar to the on-going group.

For all youths (short-term and on-going) there is an important association between having Court contact for delinquency prior to and after program service: significantly more youths who had prior delinquency Court contact also had after delinquency court contact, regardless of the amount of service they received. Having prior delinquency court contact is one of the best predictors of whether a youth will have additional court contact after receiving service from the Unruly Program.

A profile of youths who had after Court contact for delinquency is (based on short-term and on-going youths): male; White; from a single-parent family or living with relatives, friends, or in placements; in the 11th grade; referred to the program by the Court for 'other' problems, such as dependency, drugs, multi-problem family, or delinquency; and who more likely than not had prior Court contact.

The findings also suggest that among those youths who have Court contact for delinquency, a point of diminishing return sets in at 6 months and 25 hours of service. By this time, those youths who get in trouble for delinquency have already had an average of two delinquency Court contacts since they began service, and those youths who have not yet had contact are not likely to, since two-thirds of all Court contact occurs within six months.

CLIENT TELEPHONE FOLLOW-UP SURVEY

A telephone follow-up survey was conducted one year after the on-going cases began service to find out whether parents felt services had improved their child's behavior, whether it helped parents gain a better understanding of their child's behavior, and how satisfied they were with services.

The following are some of the major findings of the client follow-up survey:

- (1) Over two-thirds (69%) of all clients said they got the kinds of services they wanted.
- (2) The most frequent reasons clients opened cases were: (a) they wanted someone to "straighten out" their child and make him or her obey (23%), (b) they wanted counseling for their child (23%), or (c) they wanted help for themselves in understanding their child (20%).
- (3) Half of all the parents interviewed reported that their child's behavior improved, and 71% of these parents said these were lasting improvements.
- (4) Nearly two-thirds of all clients (64%) were satisfied with the services they received. Of those parents dissatisfied, the most frequent reasons for dissatisfaction were: worker was not hard enough on child, and worker didn't follow-through enough.

- (5) Over one-third (41%) of the parents reported that counseling gave them a better understanding of their child's behavior.
- (6) Nearly three-quarters of all respondents (74%) felt their worker was qualified to handle their particular situation.
- (7) Nearly three-quarters (74%) of all respondents said they would return to the program if they had another similar problem or would recommend it to a friend with a similar problem.
- (8) Over three-quarters of all clients (79%) felt there was not too much paperwork involved in opening a case.
- (9) Over three-quarters of all clients (77%) reported they were seen as quickly as they would have liked.
- (10) The majority of the clients (62%) felt age had no influence on the worker's ability to help, and of those 38% who felt it did have some influence, 76% felt it was a positive influence.
- (11) The majority of the clients rated the facilities where they met with their worker as good (51%) or fair (22%).
- (12) Satisfaction with services was most highly correlated with parents thinking the worker was qualified to handle their problem, thinking counseling gave them a better understanding of their child's behavior, and thinking their child's behavior improved.
- (13) Parents who thought their worker was qualified would most often return to the Program again, were most often satisfied with services, and felt counseling gave them a better understanding of their child's behavior.

SATISFACTION WITH UNRULY PROGRAM

Parental satisfaction from the Client Follow-Up Survey was examined to determine which variables were related to it, and what makes a parent satisfied. It was found that variables on the effectiveness of services were all correlated to satisfaction:

- (1) Parents who were satisfied with services reported that counseling gave them an understanding of their child's behavior: nearly all (92%) of those parents who felt that services improved their understanding of their child's behavior also were satisfied with service.
- (2) Parents who were satisfied felt counseling helped them get along better with their children: 94% of those parents who felt that counseling helped them get along better with their children were also satisfied with services.
- (3) Parents who were satisfied felt their worker was qualified to handle their particular situation: 81% of those who felt their worker was qualified were satisfied with services.

PARENT'S ASSESSMENT OF IMPROVEMENT IN THEIR CHILD'S BEHAVIOR

Based on the telephone follow-up survey, parents were asked whether their child's behavior improved as result of receiving services. Half of the parents surveyed reported that their child's behavior improved, and 42% of these parents felt it improved greatly. Also, 71% of these parents said the improvements had been lasting improvements.

There was a great deal of variability in the degree of improvement noted by parents on the basis of several demographic characteristics: race, age, problem, and family structure.

- (1) More minority parents than White parents felt that their child's behavior improved: 70% of minority parents and 41% of White parents felt that their child's behavior improved.
- (2) More younger youths were said by parents to have improved compared to all older youths: 75% of youths 13 and under, compared to 46% of 14 to 15 year olds and 41% of 16 to 17 year olds were said to have improved.
- (3) Youths referred for unruly or truancy problems do better than youths referred for 'other' problems (i.e. delinquency, multi-problem family, or drug use): only 22% of youths seen for 'other' problems were assessed as improved, compared to 56% of home truants and school truants, and 45% of youths referred for incorrigibility. It is interesting to note that this finding is the opposite of that reported by the workers: the workers reported youths with 'other' problems most often improved (83%), compared to 58% improvement in home truants, 66% improvement in school truants, and 56% improvement of youths seen for incorrigibility.
- (4) More youths from other family structures such as relatives or in placement, were assessed as behavior not improved compared to youths from intact or single-parent families: 47% of youths from intact families, 51% from single-parent families, and 100% from 'other' family structures were assessed as behavior not improved.
- (5) There were a number of important correlations between parents reporting improvements in their child's behavior as a result of services and other measures of success: parents who felt their child's behavior improved also felt the worker was qualified to handle their problem, felt that counseling gave them a better understanding of their child, reported that counseling helped them get along better with their child, and had children who were found to be productively engaged one year after their contact with the Unruly Program. In addition, the two best predictors of parents reporting improved behavior in their children were whether the parent thought their worker was qualified, and if their child had no prior Court contact.

PLACEMENT AT THE TIME OF TERMINATION (ON-GOING CASES ONLY)

Maintenance of the original family composition is considered one of the most important indicators of success of Unruly services. It is the intention of services to keep the original family composition together at the time of termination, even though shelter care and short-term placements out of the home may have been necessary while the case was receiving on-going service.

The study found that over three-quarters (78%) of all the on-going cases were in their original family composition at the time of termination. The whereabouts of the remainder of the youths was as follows: 7% were living with relatives, 2% were in a group home, 4% were in Franklin Village or another institution; 2% were in a free home; 2% had been committed to OYC, 3% were AWOL, and 2% were emancipated.

The best predictors of whether a youth will return to the original family composition are: the number of days in shelter care, the number of times a youth was placed temporarily while the case was on-going, and whether the parents thought the worker was qualified, then the youths were more likely to be placed out of the home.

WORKER'S ASSESSMENT OF PROBLEM RESOLUTION AT THE TIME OF TERMINATION

Nearly two-thirds (62%) of the caseworkers assessed the on-going cases as having greatly or somewhat improved by the time of termination. Another 30% were assessed as showing little or no improvement, and 8% were assessed as having worsened. The most frequent reasons for little improvement, no improvement or worsening were: client avoided contact (39%), and client terminated services prior to problem resolution (35%). The variables most related to a worker's assessment of the degree of problem resolution at closing were: age—younger youths were assessed as improved more often than older youths (73% of those 13 and younger were improved, compared to 52% of those over 16); referring problem—youths referred for 'other' problems (i.e. dependency, multi-problem family, drug use, or delinquency) were assessed as having improved more often than youths seen for other kinds of unruly problems; and TOC status—TOC youths were assessed as significantly less improved compared to non-TOC youths (44% of TOC youths improved compared to 68% of non-TOC youths).

DIVERSION VERSUS TRADITIONAL HANDLING THROUGH THE JUVENILE COURT

One of the most important sections of the Unruly Evaluation examined whether diversion of status offenders through the Unruly Program was more effective in preventing recidivism than traditional handling of these youths through the court prior to the establishment of the Unruly Program. Prior to the Unruly Program, status offenders

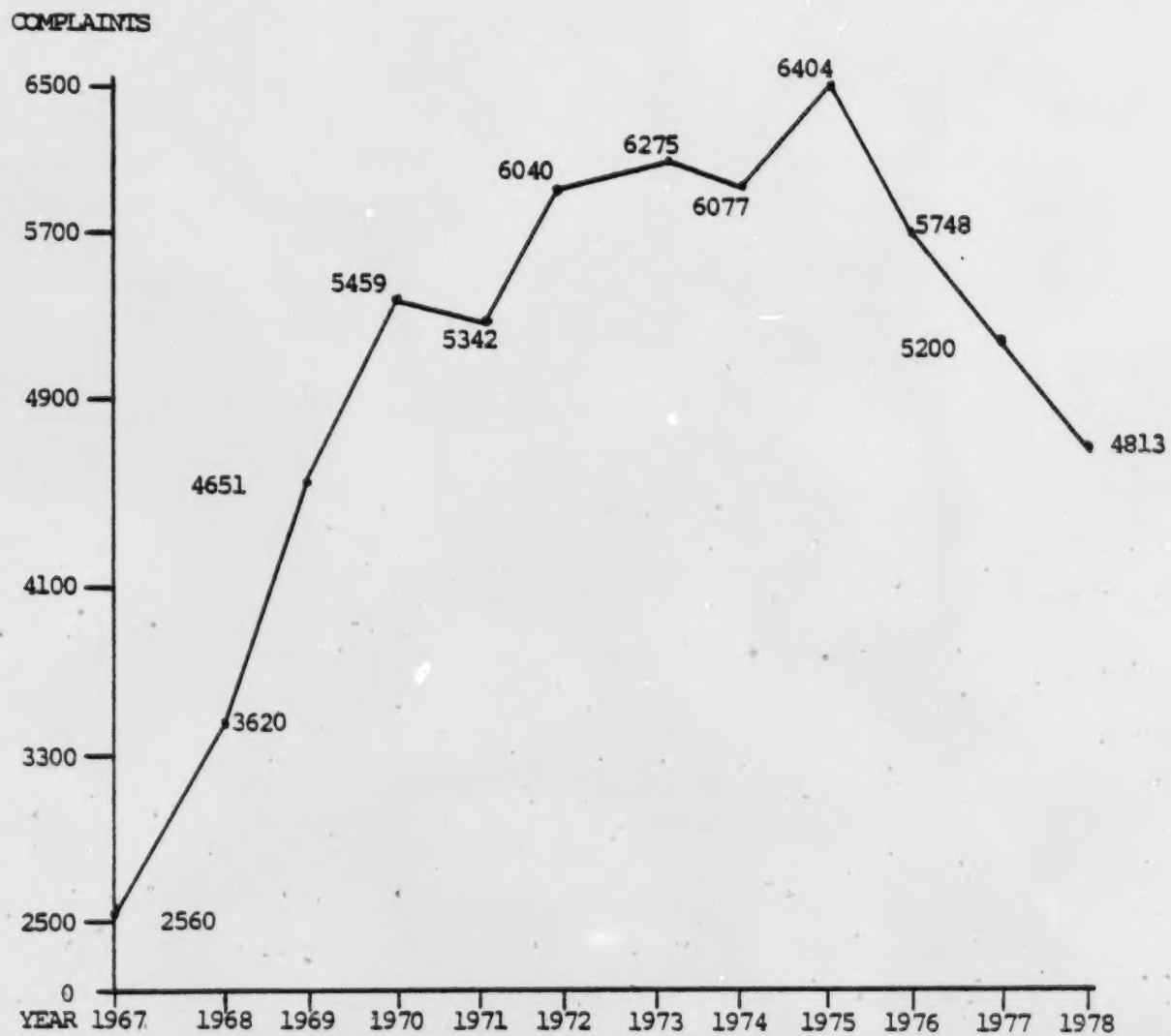
could have unruly charges filed on them and be held in detention. This study compared unruly youths who went through the Unruly Youth Program in 1976 with youths who went through the Juvenile Court in 1975, prior to the existence of the Unruly Program. All youths who had any prior court contact were eliminated from the sample, to ensure that all were first time status offenders, and therefore should not have received more severe dispositions from the court.

The findings of this section refute the contention that traditional processing of status offenders through the Juvenile Court serves as a deterrence to later delinquency. When all youths were first-time status offenders, the study showed there is no difference in the amount of subsequent delinquency youths had whether they were handled through the Juvenile Court, either formally or informally, or diverted into the Unruly Program.

DELINQUENCY IN FRANKLIN COUNTY FROM 1967 THRU 1978

The number of delinquency complaints in Franklin County was examined for the years 1967 to 1978, to determine whether there has been an increase in delinquency since 1975. The chart on the following page shows that there was an increase in delinquency complaints from 1967 to 1975. Since 1975, the year in which status offenders were no longer housed in the Juvenile Court Detention Home, there has been a steady decline in the number of delinquency complaints. From 1969 to 1975, there was a 37.7% increase in the number of delinquency complaints. However, from 1975 to 1978, there was a 33.1% decrease in the number of delinquency complaints in Franklin County. Thus, the handling of school truants outside of the Detention Home has not contributed to any rise in delinquency. On the contrary, the data from the Juvenile Court shows a steady decrease in delinquency complaints beginning with the year school truants were diverted to the Unruly Program.

FRANKLIN COUNTY
DELINQUENCY COMPLAINTS
1967-1978



GLOSSARY OF TERMS

Began Services During Quarter - A CSS status where those clients who linked with and began services at the provider agency during the present quarter, and were still receiving services at the end of the quarter.

Cases Opened - Referrals who agree to engage in on-going services from the Unruly Youth Program, through either the Crisis Center, the Unruly Support Units, or agencies in the Community Services System. The types of services delivered in the CSS are defined under Types of Services.

Central Case Management - A program unit of SUY primarily responsible for coordinating and monitoring all services which are provided by other community agencies through the Community Services System.

Community Services System (CSS) - A coordinated, social services network administered by the Services To Unruly Youth Program. The CSS is composed of over seventy community-based agencies which provide services to unruly youths and their families in Franklin County.

Counseled and Referred - Referrals who contacted the Crisis Center regarding unruly problems and received information and/or counseling services and were referred to another agency for additional services.

Crisis Intake Center - Referrals received at the Crisis Center, 515 South High Street, Columbus. The center is open 24 hours per day, seven days per week, for the purpose of offering crisis intervention counseling, emergency shelter care, and other services to unruly youths and their families.

Curfew Violation - Youths who are found to be out after hours, in violation of a city curfew ordinance.

Decentralized Intake Units - Referrals formerly received at any of three offices located throughout Franklin County. The offices operated from 12:30 - 9:00 P.M., Monday through Friday, and offered the same services as the Crisis Center. They also functioned as specialized service units for handling school truancy referrals from the various school systems throughout Franklin County. The Decentralized Units have been replaced with a School Truancy Intake Unit, which operates from 10:00 A.M. to 7:00 P.M., Monday through Friday.

Disposition of Requests - The manner in which referrals were handled and the types of services delivered to consumers by the Crisis or Decentralized staff. Six dispositional categories are utilized by the Program: Information Only; FCCS Open Cases; Night Roster/Ancillary Requests; Request met at Intake; Counseled and Referred; and Case Opened. For definitions of these categories, see the specific disposition.

Educational Day Care - A treatment oriented educational setting for girls 12 through 17, and boys 12 to 16, who show maladaptive behavior in their present school situation. A treatment-team approach is used in designing an individualized program for each student.

Employment Services - Skill and vocational training and work experience provided to youths who have dropped out of school, which will assist them to function more adequately in their environment.

Endangering Health & Morals - Youths who are found to endanger their own or others safety or well-being through engaging in activities such as visiting or patronizing a place prohibited by law, associating with vagrant, or immoral persons; or engaging in an occupation prohibited by law.

Environmental Support - An array of specially designed community "opportunities and experiences" to assist unruly youth. Specific services include recreational activities, skill development, and cultural enrichment experiences.

Family Centered Counseling Unit - Became operational in June, 1979, replacing one of the three Support Units. This Unit, as part of Service Reception, allows for the provision of more intensive service at the "crisis intervention level" for selected cases. It utilizes an "eight session" family counseling model so the case may be closed within a sixty day period.

Family/Individual Counseling - Treatment to either the family or individual members in which some form of interviewing either individual or conjoint, is the primary treatment technique.

FCCS Open Case - Current FCCS clients who contacted the Crisis Center for information or assistance regarding their case which is already open with the agency.

Group Counseling - Treatment of youth in which group interaction is stressed through discussion and examination of parental and peer relationships, in order to enhance the social functioning of the individual youth.

Home Truancy - Youths who run away from home or are AWOL from placement. These also include out of county and/or out of state runaways.

Incorrigibility - Youths who do not subject themselves to the reasonable control of their parents, teachers, guardian or custodian, by reason of being wayward or habitually disobedient.

Information Only - Referrals who contacted the Crisis Center for information only relating to an unruly or other problem.

In Process - A CSS status where those referrals were in the process of linking with the provider agency at the end of the quarter.

Never Linked - A CSS status where referrals did not receive any services from the provider agency.

Night Roster/Ancillary Requests - Referrals for service handled by the Crisis Center staff during the hours from 5 P.M. to 8 A.M. and on weekends, when FCCS Central Service Reception is closed for non-unruly youth. These referrals are most frequently for child abuse, dependency and neglect.

On-going service cases - Refers to those youths who received more extensive service from the Unruly Program, usually counseling, but who may also have received shelter care, educational day care, placement and other services. These youths received an average of 21 hours of service, lasting an average of four months.

Other (Reasons) - Youths who are referred to Services To Unruly Youth for non-unruly problems, i.e., coming from multi-problem families, being a dependent child, engaging in delinquency, and using drugs or alcohol.

Plan Of Cooperation For The Handling Of School Truancy - An agreement which sets forth interface relationships involving Franklin County Children Services, the various school districts in the county, and the Juvenile Court. It includes school truancy classifications and the individual and collective responsibilities of all parties involved.

Psychiatric and Other Services - Diagnostic and treatment planning, and psychological evaluation and testing provided to youths to assist staff in understanding unruly youth who have, or are suspected of having, mental, emotional or behavioral problems.

Reason for Referral - There are six types of reasons which categorize the unruly behavior of youths referred to the program. These categories are: Home Truancy; School Truancy; Incurability; Curfew Violations; Endangering Health and Morals; and 'Other' reasons.

Receiving Services From Previous Quarter - A CSS status where those clients who were still receiving service at the end of the present quarter who had linked with a provider during a previous quarter.

Request Met at Intake - Referrals who contacted the Crisis Center regarding unruly problems and received information and/or counseling services from the Crisis Center staff.

School Truancy - Youths who have established a pattern of habitual, unexcused, non-attendance at school.

School Truancy Intake Unit - This Unit has replaced the Decentralized Intake Units and handles primarily referrals by the various school systems in the county.

Shelter Care - Open community-based homes and facilities which provide up to 14 consecutive days of room and board for those youths who, at the point of crisis intervention, are either unable or unwilling to return home. This service provides a "cooling-off period" as an aid to assisting in family reconciliation.

Short-term intervention cases - Refers to those youths and families who received only short-term crisis intervention service from the Unruly Program, receiving an average of one hour of service, usually counseling and/or information.

Source of Referrals - The manner in which unruly referrals learn about or come in contact with the program, i.e., hearing about the program through the police, schools, community agencies, or previous contact with us, or being brought to us by the police. 'Other' sources of referral most often include friends, neighbors and churches.

Status of Referrals - Six categories are utilized to describe the current place of the referrals in the Community Services System. These six categories are: Successful Completion; Unsuccessful completion; Began Services During Quarter; Receiving Services From Previous Quarter; In Process; and Never Linked. Each of these categories is defined separately under their name.

Successful Completion - A CSS status where the client or provider agency reported that the referring problem was improved or resolved at the time of termination of services.

Support Units - Two casework units of SUY which provide intensive counseling services to unruly youths and their families who receive service beyond the Crisis Intervention process. (See "Family Centered Counseling Unit")

Type of Services Delivered in The Community Services System - Eight different types of services are delivered through the participating agencies in the CSS. These services, which are defined under their individual names, are: Family/Individual Counseling; Shelter Care; Volunteer Services; Educational Day Care; Group Counseling; Employment Services; Environmental Support; and Psychiatric and Other Services.

Unit of Services - The amount by which services or activities are measured. For example, a unit of counseling is one hour; a unit of emergency shelter care is one day or any part thereof; and a unit of environmental support services, is the completion of an activity, regardless of time.

Unsuccessful Completion - A CSS status where the client or provider agency reported that little or no improvement had been made in the resolution of the referring problem at the time of termination of service.

Volunteer Services - Voluntary adult companionship provided to unruly youth who need guidance to help them achieve better personal and social relationships. Volunteer services usually take the form of a big brother/sister role model services to the youth.